

Message Text

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ACTION ACDA-19

INFO OCT-01 EUR-25 ISO-00 ACDE-00 CIAE-00 NSAE-00 NSCE-00

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TO SECSTATE WASHDC IMMEDIATE 6558

SECDEF WASHDC IMMEDIATE

INFO USDEL MBFR VIENNA PRIORITY

AMEMBASSY BONN

AMEMBASSY LONDON

AMEMBASSY LUXEMBOURG

USNMR SHAPE

USCINCEUR

S E C R E T USNATO 3666

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJ: MBFR: LINK BETWEEN PHASES: SPC AD REFERENDUM AGREEMENT ON
ASSURANCES TO OTHER SIDE

REF: A) USNATO 3592; B) USNATO 2581; C) USNATO 3633; D) USNATO 2639

BEGIN SUMMARY: SPC JULY 2 REACHED AD REFERENDUM AGREEMENT ON
GUIDANCE TO AD HOC GROUP ON ASSURANCES TO EAST REGARDING
REDUCTIONS IN SECOND PHASE BY ALL NON-U.S. WESTERN DIRECT
PARTICIPANTS. GUIDANCE CONSISTS IN SLIGHTLY MODIFIED U.S.
FORMULATION, PLUS A FORMULATION ON SITUATION OF LUXEMBOURG BASED
ON A LUXEMBOURG GOVERNMENT DRAFT. NAC WILL CONSIDER THIS GUIDANCE
ON JULY 3. END SUMMARY

1. SPC JULY 2 REACHED AD REFERENDUM AGREEMENT ON SECTION IV
GUIDANCE TO AD HOC GROUP ON ASSURANCES TO EAST REGARDING SECOND
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PHASE REDUCTIONS. NAC WILL CONSIDER THIS GUIDANCE JULY 3.

2. FIRST PARAGRAPH OF GUIDANCE IS AS FOLLOWS: "WITH REGARD TO
EASTERN QUESTIONS WHETHER ALL NON-U.S. ALLIED DIRECT PARTICIPANTS

WOULD REDUCE THEIR FORCES IN SECOND PHASE NEGOTIATIONS, THE ALLIES WOULD TELL THE EAST THAT, IN THE EVENT OF A SATISFACTORY FIRST PHASE AGREEMENT, THEY WOULD BE WILLING TO CONSIDER A COMMITMENT WHICH WOULD HAVE THE PRACTICAL EFFECT THAT THE WESTERN CONTRIBUTION TO SECOND PHASE REDUCTIONS TO THE AGREED OVERALL COMMON CEILING ON GROUND FORCES PERSONNEL OF EACH SIDE WOULD INCLUDE REDUCTIONS IN THE GROUND FORCES IN THE AREA OF REDUCTIONS OF ALL NON-U.S. WESTERN DIRECT PARTICIPANTS. ALLIED NEGOTIATORS SHOULD DO NOTHING TO PREJUDICE THE AGREED ALLIED CONCEPT OF SECOND PHASE REDUCTIONS AS SET OUT IN PARAGRAPHS 11 AND 34 OF C-M(73)83 (FINAL), OR THE POSITION YET TO BE TAKEN ON THE EXACT NATURE OF A COMMITMENT."

3. ABOVE PARAGRAPH CONSISTS ESSENTIALLY IN A PROPOSED MODIFICATION OF U.S. FORMULATION (REF A, PARA 1) SUBMITTED BY FRG REP, PLUS FIRST SENTENCE OF FORMER "ADD-ON" PARAGRAPH (REF A, PARA 2). SPC MADE ONE MAJOR CHANGE IN FRG SUBMISSION. LATTER HAD PHRASE "PARALLEL TO A SATISFACTORY FIRST PHASE AGREEMENT," RATHER THAN "IN THE EVENT OF ETC." FRG REP, IN INTRODUCING FRG SUBMISSION, SAID BONN ATTACHED GREAT IMPORTANCE TO "PARALLEL TO" IN ORDER TO MAKE CLEAR THAT COMMITMENT NOT PART OF FIRST PHASE AGREEMENT. HIS GOVERNMENT ENVISAGED THE COMMITMENT GIVEN TO OTHER SIDE BY ONE ALLIED REP, WITH OTHERS SUBSCRIBING TO IT. HE CLAIMED THERE WERE ALREADY PRECEDENTS IN VIENNA FOR SUCH A PROCEDURE.

4. U.S. REP REITERATED NEED TO LEAVE FORM OF THE COMMITMENT OPEN, AND SUGGESTED USING "IN THE EVENT OF," FROM FORMER FRG FORMULATION (REF B, PARA IV, SECOND ALTERNATIVE). FRG REP AGREED TO ACCEPT THIS CHANGE AD REFERENDUM AND RECOMMEND IT TO HIS AUTHORITIES. UK REP ALSO LIKED "IN THE EVENT OF." HE DID NOT DEFEND UK PROPOSED PHRASE "AS PART OF," AND WITHDREW INSERTION OF "FIRM" BEFORE "COMMITMENT" (REF C, PARA 1), IN VIEW OF FRG INSISTANCE THAT A COMMITMENT IN ITSELF IS FIRM AND THAT THERE IS NO NEED TO ACCENTUATE IT.

5. OTHER CHANGES IN FRG SUBMISSION FROM U.S. FORMULATION ARE INTRODUCTION OF "TELL THE EAST;" REFERENCE TO GROUND FORCES PERSONNEL INSTEAD OF JUST GROUND FORCES; AND LIMITATION "IN THE AREA OF REDUCTIONS". FRG REP NOTED HIS AUTHORITIES WANTED TO MAKE
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CLEAR FORCES TO BE REDUCED ARE ONLY THOSE IN REDUCTIONS AREA.

6. SECOND PARAGRAPH OF DRAFT APPROVED AD REFERENDUM BY SPC IS AS FOLLOWS:

BEGIN TEXT

THE ALLIES, IN COMMUNICATING THE ABOVE TO THE OTHER SIDE, WILL DRAW THE ATTENTION OF THE EASTERN COUNTRIES TO THE SPECIAL CIRCUMSTANCES APPLYING TO LUXEMBOURG, WHICH PREVENT IT FROM REDUCING ITS FORCES FOR THE FOLLOWING REASONS:

1. LUXEMBOURG IS TAKING PART IN THE MBFR NEGOTIATIONS FOR GEOGRAPHICAL REASONS: IT WOULD BE IMPOSSIBLE FOR LUXEMBOURG

TO CONSTITUTE A "SANCTUARY", EVEN IN THEORY, IN THE HEART
OF THE REDUCTION AREA.

2. AS LUXEMBOURG HAS STATED FROM THE OUTSET, IT CANNOT REDUCE
ITS FORCES AND STILL ENSURE MINIMUM DEFENCE OF ITS
TERRITORY AND A MINIMUM CONTRIBUTION TO NATO. MOREOVER,
POLICE, GENDARMERIE AND CUSTOMS UNITS ARE RECRUITED FROM
THESE FORCES.

3. THE QUANTITATIVE ASPECT OF THE LUXEMBOURG FORCES PROBLEM
IS OF NEGLIGIBLE IMPORTANCE. THE EXPLANATION OF LUXEMBOURG'S
POSITION, AND ITS ACCEPTANCE BY THE EASTERN COUNTRIES,
SHOULD BE EASY. SHOULD THE EASTERN COUNTRIES WISH THIS
ACCEPTANCE TO APPEAR AS A CONCESSION, ALBEIT MINOR, ON
THEIR PART, THIS COULD ONLY BE INTERPRETED AS LACK OF
INTEREST IN ACHIEVING RAPID RESULTS IN THE MBFR NEGOTIATIONS.
END TEXT

7. ABOVE PARAGRAPH IS BASED ON A DRAFT BY LUXEMBOURG GOVERNMENT,
APPROVED BY PRIME MINISTER. UK REP WAS CONCERNED THAT PARAGRAPH
LIMITED AHG FLEXIBILITY IN EXPLAINING SITUATION OF LUXEMBOURG TO
OTHER SIDE. LUXEMBOURG REP SAID AGH COULD USE PARAGRAPH AS
APPROPRIATE, AND CAUTIONED THAT CHANGES WOULD REQUIRE PRIME MINISTER'S

APPROVAL, WHICH WOULD DELAY NAC APPROVAL. DANISH REP REMINDED SPC
THAT THE TWO PARAGRAPHS UNDER REVIEW CONSTITUTED SECTION IV OF
OVERALL NAC GUIDANCE ON LINK BETWEEN PHASES (REF D) AND WAS THEREFORE
SUBJECT TO THE CONDITION IN SECTION I THAT THE AD HOC GROUP SHOULD
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DETERMINE TACTICS AND SEQUENCE OF PRESENTATION TO EAST.

8. ACTION REQUESTED: MISSION REQUESTS WASHINGTON APPROVAL
OF GUIDANCE ON ASSURANCES IN TIME FOR JULY 3 NAC.RUMSFELD

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